

## Message Text

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PAGE 01 LILONG 00632 01 OF 03 271439Z  
ACTION SS-15

INFO OCT-01 ISO-00 SSO-00 /016 W  
-----070309 271445Z /41  
R 271315Z APR 78  
FM AMEMBASSY LILONGWE  
TO SECSTATE WASHDC 1839

LIMITED OFFICIAL USE SECTION 1 OF 3 LILONGWE 0632

STADIS//////////

FOR THE DEPUTY UNDER SECRETARY FOR MANAGEMENT

E.O. 11652: N/A  
TAGS: OGEN  
SUBJECT: FY 1980 GOALS/OBJECTIVES AND RESOURCE MANAGEMENT (GORM)  
PROCESS

REF: STATE 63477

1. HERewith IS OUR SUBMISSION FOR THE GORM PROCESS. I HAVE DETERMINED THAT, ON THE BASIS OF THE GUIDELINES REFTel, ONLY TWO PACKAGES ARE WARRANTED FOR THIS RESPONSE. I ALSO INVITE YOUR ATTENTION TO THE IMPACT THAT ACTIVITIES OF OTHER AGENCIES (AID, PEACE CORPS, DEFENSE ATTACHE AND DOD/ADMINISTRATIVE SUPPORT) HAVE ON THE STATE STAFFING AT THIS POST, ESPECIALLY SINCE THERE MAY BE SOME SIGNIFICANT CHANGES IN THEIR OPERATIONS BEGINNING FY-79.

2. FORM ZBB-1:

- (1) TOTAL U.S. PERSONNEL - 11.
- (2) TOTAL FSL PERSONNEL - 14.
- (3) TOTAL PERSONNEL RESOURCES (1 AND 2) - 25.

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- A. PACKAGE I (LINE 3 X 90 PERCENT) EQUALS 23.
- B. PACKAGE II (LINE 3 X 10 PERCENT) EQUALS 2.

3. FORM ZBB-2: PACKAGE WORKSHEET:

ZERO-BASE BUDGETING  
FY-1980

## PERSONNEL RESOURCE WORKSHEET

## (LEFT HALF OF CHART)

(1)	(2)	(3)	(4)	(5)	(6)	(7)
	FY 1978		PACKAGE I			
	AMER	AMRR		AMER	AMER	
FUNCTION	OFF.	STAFF	FSL	OFF.	STAFF	FSL
EXEC	2	2	1	2	1	1
E/C/CONS	2	1	1	2	1	1
ADMIN	2	2	12	2	2	11
TOTAL THIS						
PACKAGE	6	5	14	6	4	13
CUMULATIVE						
TOTAL	6	5	14	6	4	13

## (RIGHT HALF OF CHART)

(8)	(9)	(10)
P		
ACKAGE II		
AMER	AMER	
OFF.	STAFF	FSL
EX		
EXEC	-	1 -
E/C/CONS	-	- -
ADMIN	-	- 1
TOTAL		
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THIS PACKAGE	-	1	1
CUMULATIVE			
TOTAL	6	5	14

## 4. FORM ZBB-3:

(1) DECISION UNIT NAME: MALAWI.

(2) PACKAGE I OF II.

(3) ACTIVITY DESCRIPTION. WE BELIEVE THE EMBASSY CAN OPERATE AT 90 PERCENT OF ITS CURRENT LEVEL TO PURSUE EFFECTIVELY U.S. GOALS AND OBJECTIVES IN MALAWI AND CARRY OUT THOSE ACTIVITIES ESSENTIAL TO A U.S. EMBASSY HERE. SINCE OUR COMBINED ECON/CONSULAR SECTION IS ALREADY DOWN TO THE BARE BONES (ONE AMERICAN AND ONE FSL), WE WOULD BE PREPARED TO ELIMINATE ONE AMERICAN STAFF POSITION (SECRETARY) IN THE EXECUTIVE SECTION AND ONE FSL POSITION IN THE ADMINISTRATIVE SECTION. IT SHOULD BE BORNE IN MIND, HOWEVER, THAT MALAWI IS LIKELY TO HAVE BY FY-79 A SMALL AID STAFF AS WELL AS A COMPLEMENT OF PEACE CORPS VOLUNTEERS (WE ARE NOW DOWN TO JUST ONE VOLUNTEER) WHICH WOULD PLACE AN INCREASED BURDEN ON THE EMBASSY ADMINISTRATIVE OPERATIONS; IF ONE FSL IS CUT IN OUR ADMINISTRATIVE SECTION,

THEN PEACE CORPS AND AID WILL HAVE TO PROVIDE ADDITIONAL PERSONNEL TO TAKE UP THE SLACK. IT SHOULD ALSO BE NOTED THAT THERE ARE THREE AMERICANS ASSIGNED TO C&R BECAUSE LILONGWE ACTS AS A RELAY POINT FOR TWO OTHER EMBASSIES IN THE AFRECONETWORK; THE EMBASSY HAS NO CONTROL OVER WASHINGTON'S ASSIGNMENTS TO C&R POSITIONS.

(4) RESOURCE REQUIREMENTS:

	THIS PKG.			FY-80	
	FY-78	FY-79	ONLY		CUMUL.
U.S. OFFICERS	6	6	6		6
U.S. STAFF	5	5	4		4
FSLs	14	14	13		13

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TOTAL	25	25	23	23
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ACTION SS-15

INFO OCT-01 ISO-00 SSO-00 /016 W  
-----070409 271452Z /41  
R 271315Z APR 78  
FM AMEMBASSY LILONGWE  
TO SECSTATE WASHDC 1840

LIMITED OFFICIAL USE SECTION 2 OF 3 LILONGWE 0632

STADIS//////////

(5) IMPACT ON POLICY GOALS, OBJECTIVES AND ESSENTIAL ACTIVITIES: THE BASIC STRUCTURE AND TOOLS WITH WHICH THE EMBASSY SUPPORTS ITS OBJECTIVES REMAIN INTACT. THE REDUCTION OF ONE POSITION IN THE EXECUTIVE SECTION WOULD ADVERSELY AFFECT THE EMBASSY'S REPORTING ON SUBSTANTIVE MATTERS, BUT SINCE THAT ONE POSITION ALSO HANDLES A LOT OF THE ADMINISTRATIVE WORK FOR

AID ACTIVITIES, PART OF THE SLACK WOULD BE TAKEN UP BY THE OPENING OF AN AID OFFICE. IT WOULD ALSO REQUIRE THAT EITHER A ROVING SECRETARY BE PROVIDED FOR LEAVE PERIODS OR A PIT HIRE BE FOUND. ELIMINATION OF ONE FSL IN THE ADMINISTRATIVE SECTION WOULD NOT SIGNIFICANTLY IMPAIR THE EMBASSY'S SUPPORT OF ALL OF ITS OBJECTIVES BUT IT WOULD PROBABLY MEAN THAT SOME ADMINISTRATIVE SERVICES WOULD HAVE TO BE CONTRACTED OUT.

5. FORM ZBB-3:

(1) DECISION UNIT: MALAWI

(2) PACKAGE II OF II

(3) ACTIVITY DEXCRIPTION: AT THIS LEVEL, WE WOULD RESTORE THE AMERICAN STAFF POSITION (SECRETARY) IN THE EXECUTIVE SECTION AND THE FSL POSITION IN THE ADMINISTRATIVE SECTION. THIS WOULD INSURE ADEQUATE ADMINISTRATIVE SERVICES TO ALL ELEMENTS OF THE MISSION LIMITED OFFICIAL USE

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INCLUDING SIX AMERICANS AND NINE FSLs FROM OTHER AGENCIES (DOD AND USICA).

(4) RESOURCE REQUIREMENTS:

	THIS PKG.		FY-80	
	FY-78	FY-79	ONLY	CUMUL.
U.S. OFFICERS	6	6	-	6
U.S. STAFF	5	5	1	5
FSLs	14	14	1	14
TOTAL	25	25	2	25

(5)

IMPACT ON CURRENT U.S. POLICY GOALS, OBJECTIVES, AND ESSENTIAL ACTIVITIES: THIS PACKAGE WOULD RESTORE TO AN OPTIMAL LEVEL THE STAFFING AT THE EMBASSY WHICH IS NEITHER EXCESSIVE NOR INADEQUATE. THIS WOULD PERMIT THE MOST EFFECTIVE UTILIZATION OF USG RESOWJCES TO ACCOMPLISH OUR GOALS AND OBJECTIVES WITHOUT SERIOUSLY REDUCING THE FLEXIBILITY OF THE AMBASSADOR AND DCM.

6. NON-SALARY FUNDING IS MINIMAL FOR STATE PROGRAMS AND ACTIVITIES:

NON-SALARY FUNDING IS MINIMAL IN MALAWI. WE HAVE A SMALL (225 SQ. FT.) COMMERCIAL LIBRARY WHICH HAS AN AVERAGE NUMBER OF 60 VISITORS AND INQUIRIES PER MONTH. ALTHOUGH THE EMBASSY OPENED ONLY TWO YEARS AGO, THE INCREASE OF PERSONNEL FROM XHER AGENCIES (DOD) HAS LEFT US WITHOUT FLEXIBILITY IN OFFICE SPACE; OPENING OF AN AID OFFICE MIGHT REQUIRE SPACE ELSEWHERE. WE BELIEVE OUR ADM KISTRATIVE OPERATIONS ARE LONDUCTED AT A MINIMAL LEVEL, ESPECIALLY IN VIEW OF

INCREASED STAFF OVER THE PAST YEAR AND UNRELIABLE  
ON-CALL MAINTENANCE SERVICES IN LILONGWE. THE EMBASSY  
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HAS ONE SURPLUS 7 1/2 TON TRUCK WHICH WE WOULD BE HAPPY  
TO MAKE AVAILABLE TO ANOTHER NEARBY EMBASSY BUT NONE  
IS INTERESTED. HOUSING IS TIGHT IN THIS NEW CAPITAL  
AND WE EXPECT SOME DIFFICULTY IN OBTAINING SPACE FOR  
AID AND PC PERSONNEL WHENEVER THEY ARRIVE. OUR  
REPRESENTATION ALLOTMENT IS BARELY ADEQUATE SINCE I  
BELIEVE THAT EMBASSY OFFICERS COULD DO AT LEAST 25  
PERCENT MORE REPRESENTATIONAL ACTIVITY WERE IT NOT  
FOR THE CONSTRAINTS OF OUT-OF-POCKET EXPENDITURES.  
IF WE WERE TO ABSORB A REDUCTION OF FUNDS, I WOULD  
SUGGEST THE FOLLOWING:

- 1) DELAY THE REPLACEMENT OF STAFF FURNITURE BY  
EXTENDING THE CYCLE FROM 7 TO 8 YEARS (\$24,000).
  - 2) DELAY THE REPLACEMENT OF STAFF HOUSEHOLD  
APPLIANCES FROM 5 TO 6 YEARS (\$3,565).
  - 3) REDUCE CONTRACT EMPLOYEES BY TWO (\$2,000).
- THE IMPACT OF THESE ECONOMIES ON THE MISSION'S GOALS,  
OBJECTIVES AND ESSENTIAL FUNCTIONS WOULD BE SMALL  
AND MOSTLY RELATED TO THE MORALE FACTOR OF THE EMBASSY  
STAFF, AMERICAN AND FSL.

7. EVALUATION OF OTHER AGENCIES:

(1) DEFENSE ATTACHE: AS I HAVE STATED BEFORE IN OTHER  
MESSAGES, THE PRESENCE OF A DATT OFFICE IS OF ONLY  
MARGINAL IMPORTANCE TO THE GOALS AND OBJECTIVES OF  
THIS MISSION. IT IS EASY TO UNDERSTAND WHY DOD  
MIGHT WISH TO RETAIN THE DATT HERE IN ORDER TO KEEP A  
FOOTHOLD IN THIS PART OF AFRICA ALTHOUGH THIS WOULD  
SEEM TO ME TO OFFER MORE UTILITY IF THE DATT WERE  
LOCATED IN NAIROBI. THE DATT IS RESTRICTED BY THE MALAWIAN  
ARMY COMMANDER FROM DISCUSSING SUBSTANTIVE MATTERS  
WITH ANYONE BUT HIMSELF, AND THE ARMY COMMANDER, WHO  
HAS BEEN IN THAT POSITION SINCE 1971 AND IS NOT LIKELY  
TO STEP DOWN FOR QUITE SOME TIME, IS GUARDED IN THE  
INFORMATION HE PROVIDES TO THE DATT. ALTHOUGH THE  
DATT IS FREE TO TRAVEL WITHIN MALAWI WITHOUT RESTRICTION,  
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HE HAS BEEN UNABLE TO TRAVEL IN ANY NEARBY COUNTRY  
ON AN OFFICIAL BASIS. RETENTION OF THE DATT IN MALAWI  
WOULD DEPEND, THEREFORE, SOLELY ON HOW THE DEPARTMENT  
AND DOD PERCEIVE THE DATT'S POTENTIAL IN RELATION TO

REGIONAL CONSIDERATIONS.

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ACTION SS-15

INFO OCT-01 ISO-00 SSO-00 /016 W  
-----070571 271543Z /41

R 271315Z APR 78  
FM AMEMBASSY LILONGWE  
TO SECSTATE WASHDC 1841

LIMITED OFFICIAL USE FINAL SECTION OF 3 LILONGWE 0632

STADIS//////////

(2) USICA: TWO CULTURAL CENTERS AND LIBRARIES ARE  
OPERATIONAL ON MALAWI, ONE IN LILONGWE AND ONE IN  
BLANTYRE. THE CENTER IN BLANTYRE, WHICH HAS EXISTED  
FOR 17 YEARS, IS USUALLY WELL  
OCCUPIED AND THE CENTER  
IN LILONGWE, WHICH OPENED ONLY SIX MONTHS AGO, IS  
STEADILY BUILDING UP ITS CLIENTELE, PROGRAMS AND  
LIBRARY COLLECTION. THERE IS A GREAT DEAL OF GOODWILL  
TOWARDS AMERICANS IN MALAWI, STEMMING FROM THE LARGE  
NUMBERS OF MALAWIAN GRADUATES OF SECONDARY SCHOOLS  
WHO WERE TAUGHT BY PEACE CORPS VOLUNTEERS, FROM THE  
RELATIVELY LARGE NUMBER OF MALAWIANS WHO HAVE ATTENDED  
U.S. UNIVERSITIES, FROM PRESIDENT BANDA'S OWN EDUCATION  
IN THE U.S. AND FROM U.S. AID ASSISTANCE DATING  
BACK TO PRE-INDEPENDENCE TIMES. ALTHOUGH THERE ARE  
SOME CONSTRAINTS ON THE CENTERS' OPERATIONS (CENSORSHIP  
OF BOOKS AND FILMS), IT IS IMPORTANT THAT THE CENTERS  
CONTINUE TO OFFER INFORMATION ON THE U.S. AND ON  
AMERICAN FOREIGN POLICY. THESE FUNCTIONS ARE CENTRAL  
TO THE EMBASSY'S GOALS AND OBJECTIVES, AND I BELIEVE  
THAT USICA'S HIGHEST PRIORITY OF REACHING THE EDUCATED  
OPINION LEADERS IN MALAWI ON A CONTINUING BASIS IS AN  
ESSENTIAL ACTIVITY OF THIS MISSION. IN ADDITION TO  
THE OPERATIONS OF THE CENTERS/LIBRARIES, USICA HAS AN  
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ACTIVE PROGRAM OF DISSEMINATING PRINTED INFORMATION AND FILMS TO ALL PARTS OF MALAWI, PROVIDING A WIDER MIX OF TARGET AUDIENCES THAN THOSE REACHED BY THE CENTERS.

(3) DOD ADMINISTRATIVE SUPPORT: EVALUATED IN LILONGWE 510 AND LILONGWE 592.

(4) PEACE CORPS: AT PRESENT, ONLY ONE VOLUNTEER REMAINS IN MALAWI BUT, ON THE BASIS OF A RECENT VERBAL AGREEMENT BETWEEN THE U.S. AND THE GOM, PC WILL SEND A TEAM IN MAY TO MALAWI TO WRITE JOB DESCRIPTIONS FOR 25-30 VOLUNTEERS TO BE PROPOSED BY THE GOM. THE FIRST OF THESE SHOULD BE ARRIVING IN LATE 1978 AND ALL SHOULD BE IN PLACE BY MID-1979. AS NOTED ABOVE, THE PC IS FONDLY REMEMBERED BY MANY MALAWIANS AND, ALTHOUGH IT IS NOW OUT OF THE FIELD OF EDUCATION, WILL UNDOUBTEDLY SERVE TO ENHANCE U.S. GOALS AND OBJECTIVES IN THIS COUNTRY. ITS THRUST IS EXPECTED TO BE IN THE FIELDS OF HEALTH, AGRICULTURE AND PUBLIC WORKS.

(5) AID: DESPITE THE DELIBERATE LAG FOR POLICY REASONS IN FORMULATING NEW AID PROJECTS IN MALAWI OVER THE PAST 2-3 YEARS, THERE ARE STILL TWO VERY VISIBLE PROJECTS CURRENTLY UNDER WAY: (A) EXPANSION OF THE BUNDA COLLEGE OF AGRICULTURE AND (B) CONSTRUCTION OF AN ALL-WEATHER ROAD BETWEEN LILONGWE AND THE ZAMBIAN BORDER. AID IS NOW DOING THE PREPARATORY WORK ON TWO OTHER PROJECTS: (A) AGRICULTURAL RESEARCH AS PART OF A NATIONAL RURAL DEVELOPMENT PROGRAM AND (B) EXPANSION OF THE POLYTECHNIC INSTITUTE OF THE UNIVERSITY OF MALAWI TO OFFER DEGREE COURSES IN ENGINEERING AND BUSINESS. MALAWI HAS BENEFITED CONSIDERABLY FROM GENEROUS FINANCIAL AND TECHNICAL ASSISTANCE OFFERED BY SEVERAL OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS AND IT ADMINISTERS THESE LIMITED OFFICIAL USE

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PROGRAMS WELL. MOREOVER, GOM HAS CONCENTRATED 46 PERCENT OF ITS BUDGET TOWARDS DEVELOPMENT, THE BETTER PORTION OF WHICH IS DIRECTED TOWARDS THE RURAL AREAS. WE LOOK FORWARD TO A SOMEWHAT EXPANDED AID PROGRAM IN MALAWI WHICH WILL NECESSITATE A SMALL AID STAFF. IN VIEW OF THE GENEROSITY OF OTHER DONORS AND DESPITE ITS RANKING AMONG THE WORLD'S 25 POOREST NATIONS, I WOULD RECOMMEND THAT AN AID PROGRAM AT A LEVEL OF ABOUT \$4-5 MILLION PER YEAR WOULD BE SUFFICIENT, WOULD BE EFFICIENTLY USED TO RAISE THE LIVING STANDARDS OF THE POOR MAJORITY, AND WOULD RECEIVE A WARM WELCOME FROM THE GOM, THEREBY ENHANCING FULFILLMENT OF THE EMBASSY'S GOALS AND OBJECTIVES.

STEVENSON

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## Message Attributes

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**TAGS:** OGEN  
**To:** STATE  
**Type:** TE  
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20 Mar 2014  
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